



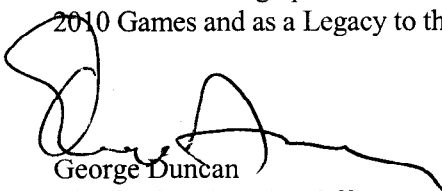
To: General Purposes Committee **Date:** November 17, 2005
From: George Duncan **File:**
Chief Administrative Officer
Re: DFO/Garden City Lands, and Trade and Exhibition

Staff Recommendation

That Tourism Richmond be advised the City will support the development of a Trade and Exhibition Centre facility at the DFO/Garden City Lands subject to the following:

- a) That a business plan be requested from the proponent that includes a complete financial evaluation of both the construction and operation of a Trade and Exhibition Centre at an affordable and feasible scale, including all confirmed sources of funding, and based on the most efficient use of the allocated DFO lands that seeks to minimize the footprint for both the building and all its directly associated amenities—including and especially parking;
- b) That in the detailed business plan options for paid parking be considered in association with a partner that can support the capital construction costs of a tiered parking system so as to guarantee the parking footprint will remain minimal; and further that a parking footprint that extends significantly beyond 10 per cent of the DFO lands will be considered if it is shared and supports adjoining public uses;
- c) That the proponent work closely with staff to review any and all private sector involvement in order to ensure compliance with the Purchase and Sales Agreements for the DFO properties, given that commercial activities not directly related to the Trade and Exhibition functions will not be permitted;
- d) That the proponent be advised of the Master Planning requirements for the project, including due public process associated with all development on the DFO lands; and
- e) That a timeline be assigned to the completion of the proponent's detailed business planning phase, whereby a report can be brought to City Council by May 31, 2006.

Further, that a letter be immediately sent from Mayor and Council advising VANOC of the City's staunch commitment to high performance sport and sport fitness in the Richmond Oval facilities, both during the 2010 Games and as a Legacy to them.



George Duncan
Chief Administrative Officer
(4338)

Att. 2

REVIEWED BY TAG

YES



Staff Report

Origin

At the September 12, 2005, General Purposes Meeting Tourism Richmond presented their Trade and Exhibition Centre initiative. As part of the presentation Tourism Richmond made an appeal to the Committee for use of the maximum allowance of land to accommodate the facilities as well as the surface parking required to support the centre. In the closed portion of the meeting held immediately after, the Committee adopted the following resolution:

That Richmond City Council supports the use of up to 15 per cent of the DFO site for Tourism Richmond to construct a trade and exhibition centre, subject to staff analysis and further consideration of the required size and flexibility of such a facility, and subject to the following conditions being met in order to continue:

- a) **The City would not have ownership in, or responsibility for the operation of, the trade and exhibition centre;**
- b) **There would be no property tax exemptions;**
- c) **There would be no preferential financing to the extent that the City is involved;**
- d) **Tourism Richmond would be responsible for obtaining the additional funding;**
- e) **The site for the trade and exhibition centre would be DFO lands and not in conjunction with the Oval; and**
- f) **A parking structure or alternative parking solution is very strongly encouraged to the extent that it would be extremely unlikely that Council would approve surface parking;**
- g) **That staff consider the various time frames which would be involved, including the time frames necessary to negotiate the final site requirements; the expected time lines for construction and the possibility of phasing; and**
- h) **That authorization be given for the release of the contents of this resolution to Tourism Richmond on a confidential basis.**

A report was subsequently submitted to Council at the November 7, 2005, Closed General Purposes Committee meeting including the recommendations of the Staff Report.

At the November 7, 2006, Closed General Purposes Committee meeting, Committee motioned to accept the recommendations and forward the report for formal approval to the November 14 Closed Council Meeting. However at the subsequent Closed Council Meeting, Council resolved to move the report into the Open Regular Council portion of the meeting.

Council then moved and seconded, that the recommendations be forwarded to the first open meeting of the General Purposes Committee in December, 2005, in order to allow for open discussion and requested staff clarify that Tourism Richmond would be responsible for the financing of the proposed facility and that the City would not be making any financial contributions to the project. Staff was also requested to comment on the contents of Councillor Steve's handout (circulated to all members of Council at the meeting), an excerpt from the InterVISTAS Report completed for Tourism Richmond on options for and impacts of a Trade and Exhibition Centre.

Also at the November 14, 2005 Regular City Council meeting, the following recommendation was received by Council from the Parks, Recreation and Culture Committee: "That all acquisition of lands at Garden City Road be used for Parks and Recreation purposes only". This recommendation was referred to staff for response including a definition of what public amenities may be placed on the DFO lands.

This report deals with both the Trade and Exhibition Centre and the use of the Garden City lands for Parks and Recreation purposes only.

Findings Of Fact

The City of Richmond has entered into and has nearly completed negotiations with Canada Lands for the acquisition of a portion of the land known as the DFO/Garden City Lands. The 136 acre parcel is currently in the Agricultural Land Reserve (ALR), and is bounded by Garden City road, No.4 Road, Westminster Highway and Alderbridge Way.

A Memorandum of Understanding (MOU) has been signed with the stakeholders of the land which are the City of Richmond, Department of Fisheries and Oceans, Canada Lands and the Musqueam Indian Band. In the MOU the parties agreed the City would receive 50 per cent of the land for park and public amenities (the Public Lands), and that 50 per cent of the land would be developed by a joint venture partnership comprised of Canada Lands and the Musqueam Indian Band (CL/MIB). It states also, that up to 15 per cent of the total land (approximately 20 acres) will be set aside for the purposes of a Trade and Exhibition Centre, and that should the City (or its designate) fail to develop a Trade and Exhibition facility the land would revert back to the City and the CL/MIB joint venture in an even 50/50 split, a loss to the City of 10 acres.

Potential Uses for the City's Portion of the Land

Though the allowable uses for the public lands are not explicitly defined in the MOU or Purchase and Sales Agreement (PSA), the definition of public amenities will be determined by the City with extensive public consultation through a Master Planning process.

The potential options for public amenities and uses for the City's portion of the site are outlined in the table below.

Land-Use Table

Facility	Rationale	General Description	Amenities & Features
Aquatic Centre	The existing Minoru Aquatic Centre is nearing the end of its lifespan. A 2003 study of residents indicated a top priority in recreation facilities is increasing indoor pool capacity. In order to not impact community aquatic programming this new facility would need to be open and operating prior to any closure of the Minoru Aquatic Centre.	Most accessible to those living in the City's north and west sectors, the new aquatic centre will be designed to meet both local and regional needs and will complement the services of the Watermania facility. To be clustered with the Tournament Sport Complex, Community Centre and Cultural Centre.	<ul style="list-style-type: none"> • Indoor facility appropriate for teaching and water safety training • Main tank appropriate for hosting local or regional aquatic competitions • On-site multi-use space for wellness and fitness programming • Commercial space to meet additional community needs and improve financial sustainability • Ancillary services including parking and washrooms
Tournament Sports Complex	A vision for locating a Tournament Sports Complex on the Garden City Lands site has long been proposed. The site will provide significant opportunities for high performance sport and sport	Venue for a range of outdoor turf and court sports to augment existing facilities and serve as a focal point for the hosting of regional, provincial, national and international competition.	<ul style="list-style-type: none"> • Multiple artificial turf fields for field & diamond sports • Field house for track & field, court sports, hard courts and multi-use • Concession, storage • Stadium facility with spectator

Facility	Rationale	General Description	Amenities & Features
	tourism.	To be clustered with the Aquatic Centre, Community Centre and Cultural Centre.	seating <ul style="list-style-type: none"> • Ancillary services including parking and washrooms
City Centre Community Centre	The fast-growing City Centre area of Richmond is currently underserved in terms of community centres. At least one new community centre has been identified by the Master Plan to serve the current population and another to serve the future population	A multi-use facility to serve current City Centre residents as well as new residents in the Garden City Lands development area. To be clustered with Tournament Sport Complex, Aquatic Centre and Cultural Centre.	<ul style="list-style-type: none"> • Activity spaces including fitness centre, gym, multi-purpose rooms • Gathering places including kitchen, meeting rooms, community offices • Childcare facilities and services • Community Not for Profit space • Commercial space for ventures that support community need and improve financial sustainability • Ancillary services including parking and washrooms
Performing and Visual Arts Centre And/Or Cultural Centre	Space constraints at current cultural facilities including the Richmond Museum, Art Gallery and Arts Centre limiting programming. Potential partnerships with Musqueam, Richmond cultural groups and organizations. Relocation of the Cultural Centre to the DFO site would allow for the inevitable future expansion of the Richmond Public Library.	A multi-use facility to meet citywide cultural programming needs. To be clustered with the Tournament Sport Complex, Aquatic Centre and Community Centre.	<ul style="list-style-type: none"> • Concert and Recital Hall • Art studio space • Gallery space for exhibitions of local, regional, national and international artists • Multi-use space for community programming • Storage • Indoor and outdoor interpretive features • Commercial space for ventures that support community need and improve financial sustainability • Ancillary services including parking and washrooms,
Park Green Space	Residents immediately west of Garden City Road are underserved in terms of park space, and park space must be planned for new residents of Garden City Lands. Finally, the City permitted construction of Kwantlen College on land originally designated for park use on the understanding at least 10 acres of the Garden City Lands be secured as compensation.	Green space to meet neighbourhood, citywide and regional needs.	<ul style="list-style-type: none"> • Gathering spaces • Passive and informal areas • Active, programmed park areas • Natural areas to tie in with Nature Park and provide safe areas for wildlife • Water play areas and features • Urban Plazas
Greenways	As identified in the 2002 Trails Strategy and the 2005 Master Plan, greenways are required to connect population concentrations and facilities and sites such as the Garden City Lands to allow for safe travel by pedestrians and cyclists.	Connection of Garden City Lands to City Centre major open spaces and the Richmond Nature Park.	<ul style="list-style-type: none"> • Extension of Garden City Greenway along Garden City Road, Alderbridge, & Garden City Way. • Trails and rest areas • Neighbourhood linkages between new residential development and McLennan North to the south and Cambie West to the north.

<p>Community Safety Headquarters</p>	<p>Location satisfactory for response time to replace Bridgeport Fire Hall, and the proximity to City Centre for both Fire and Police. The site would accommodate a consolidated 4-5 acres of land. There would be minimal impact on neighbours in regards to noise and traffic.</p> <p>Staff explored alternatives to Minoru Park, just in case Council would prefer an alternative location, when there was significant reaction from the community to rumours that there may be development on the Minoru Park site.</p>	<p>A combined Fire Rescue/RCMP/EOC Headquarters</p>	<ul style="list-style-type: none"> • Police Headquarters including functions currently located at the Annex on Elmbridge • Main Fire Hall, including Fire Administration, Prevention and Education, Training and Suppression • Combined meeting and training rooms, and kitchen area • EOC
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It should be noted that the MOU and PSA will not allow commercial, retail or residential development on the City’s portion of the land (public lands), unless they are ancillary to the public uses; this includes the Trade and Exhibition Centre.

The potential of the DFO/Garden City Lands to generously enhance the City’s parks, recreation and cultural services amenities has been in discussion for many years. Proposals have ranged from constructing legacy facilities from a past Commonwealth Games bid to enhanced green space. As the land has not been in the City’s prevail, these suggestions have not been realized.

Additional Uses: The Proposed Trade and Exhibition Centre

Tourism Richmond has proposed the construction of a \$75 million Trade and Exhibition Centre for the community. An initial capital investment of \$33 million is required to trigger financing for the project and will be constructed and operated by Tourism Richmond who is proposing the initiative be located on the DFO/Garden City Lands.

The preliminary findings of two separate independent expert analyses on the feasibility of a 400,000 square foot Trade and Exhibition Centre have found it to be warranted and financially sustainable, and that it will have significant economic benefit to the local economy.

Analysis

This report focuses on two key aspects of the public uses proposed for the DFO/Garden City Lands: 1) the general public uses that could be establish on the City’s Public Lands; and 2) the Trade and Exhibition component.

1. The City’s Public Lands

Once the Purchase and Sales Agreement for the lands has been signed and the properties are removed from the ALR, a Master Planning process will be formally implemented that will define a program of development for the entire site—including the final make-up and lay-out of all City

public amenities, the residential/commercial uses on the CLC/MIB portion, and the proposed Trade and Exhibition Centre.

On the Public Lands, the City of Richmond has the potential to develop the public amenities listed in the table above. Richmond's City Centre will accommodate a major portion of the City's population and employment over the next two decades. Direct community benefits associated with the public amenity development of the Garden City Lands include:

- A more equitable distribution of publicly owned open space within the City to better meet the needs of a rapidly growing population;
- An expanded, attractive public realm to foster civic pride and interaction and build a sense of community;
- Needed community facilities including community safety, recreation and cultural facilities in the central area of the City;
- Improved economic development;
- An increased and improved open space system in Richmond through expanded trails, streetscapes and greenways.

Prior to any decisions however, a significant amount of public consultation will take place throughout the Master Planning process. The public will therefore have considerable opportunity to provide input into the planning for the DFO/Garden City lands.

Parks, public amenities and open space situated within the Garden City Lands will be the key to the community's liveability and quality of life indexes in the future, and ultimately all final decisions regarding uses will require the approval of Council.

2. The Trade and Exhibition Centre

The idea of establishing a Trade and Exhibition Centre in Richmond has been discussed for some time. In the late 1990's the discussion formalized between the City and relevant stakeholders like Tourism Richmond and steps were taken to investigate the real feasibility of such a facility.

Tourism Richmond's Analysis—

In the process therefore of determining the feasibility of a Trade and Exhibition Centre, Tourism Richmond engaged the services of two separate independent expert consulting teams to evaluate the potential of the initiative. Both studies used common processes of comparative analysis to investigate key aspects of the project such as location and operation, including joint use or exclusive use of the Oval facility, and concluded the centre should be located on the DFO/Garden City Lands and operated by Tourism Richmond.

Tourism Richmond has since determined the Oval facilities would be unsuitable for trade and exhibition, particularly on a part-time basis (see attached letter).

City of Richmond's Analysis—

The staff recommendation supports the establishment the Trade and Exhibition on the DFO/Garden City Lands, as opposed to in or adjacent to the Richmond Oval.

Use of the Oval for Trade and Exhibition purposes has been deemed impractical from both an operational and a financial perspective. Whether full or part-time, use of the Oval for Trade and Exhibition would impair the City's ability to operate the facility for the purposes of fitness, wellness and high performance sport—Richmond's primary commitment to VANOC and IOC. Most importantly, it would jeopardize the City's ability to access Legacy funding, revenues necessary to offset operating costs post-games. Even part-time use of the Oval for Trade and Exhibition would interfere with the proposed activities that produce the greatest amount of revenue, such as fitness and athletics (see attached table).

In addition, developing a Trade and Exhibition facility adjacent to the Oval site would not be the highest and best use of the real estate in that area, particularly when a more viable site exists. Locating it next to the Oval would undermine the City's ability to generate maximum return on investment from the land in the short-term and over time.

Outstanding Issues for Trade and Exhibition

There remain only two outstanding issues associated with the Trade and Exhibition Centre initiative as proposed by Tourism Richmond. Firstly, the project requires a substantial initial capital investment and no clear sources of funding have been confirmed. Secondly the size of the required footprint for the project is undetermined and ultimately will be defined by the final size of the centre and how the parking amenities are physically structured on the land. Council has established the parameters regarding the scope and structure of the project that must be met to gain the City's support, and staff has investigated the options outlined in this report for Council's consideration.

Within the conditions outlined by Council at the September 12th General Purposes Committee meeting, this report examines the footprint requirements of a proposed Trade and Exhibition Centre as presented by Tourism Richmond.

City staff has reviewed the initiative with a special view to examining key aspects as directed by Council. Options were explored regarding the space and footprint required for the facilities, and especially around options for parking that would minimize the financial burden to the project, and that could be complementary to the adjoining uses on the DFO lands while avoiding extensive paved surface parking.

Staff estimated that based on a footprint of 400,000 square feet (sq ft) the building requirements are roughly 7 acres. Allowing for some surface marshalling areas for trucks, landscaping and outdoor plaza space 10 acres would accommodate the minimum needs of the Trade and Exhibition Centre as proposed—not including parking. An additional 6 acres would be required to accommodate surface parking for the facility, whereas underground or tiered parking (or some combination of the two) would require roughly 3 acres of land.

Generally therefore, with surface parking the Trade and Exhibition Centre would require a minimum of 16 acres of land, whereas a centre with a tiered parking system would need a footprint of about 13 acres.

Parking Options

In reviewing parking options, the following types of parking structures were reviewed:

- Underground or grade below part or all of the building, to minimize footprint for the facility and maximize residual land for development and amenity use;
- Incorporation of landscape berming to screen below grade and limited short-term surface parking from the surrounding areas;
- Integration of permeable surfaces, storm-water detention, and trees and landscape features to reduce extent surface parking where provided;
- Affordable public parking designed to share both benefit and cost with surrounding area;
- Free-standing parking structures; and
- Combinations of the above to manage parking construction.

The option of shared-paid parking emerged as the most plausible option for the Trade and Exhibition centre, particularly if it were to also support adjoining amenities and uses. Parking will be needed to accommodate public amenities on the City's portion of the DFO lands (once constructed), and there is a real opportunity for parking options for joint, shared use. The timing of how the parking areas would be used would require investigation, but provide a probable solution. Shared-parking stakeholders are not limited to the Trade and Exhibition Centre and the City, opportunities could be explored with other potential partners such as the Musqueam/Canada Lands partnership who will also require parking for their amenities.

Of significance, is the opportunity to partner with a parking company who would themselves make the necessary capital investment required to construct the parking facilities, therefore relieving the initial financial burden from the Trade and Exhibition project, and who could engage in revenue sharing for a determined period of time (eg. 20 year payback period).

Additional considerations:

- Scheduling of shared parking for various facility functions occurring at different times of the day should be thoroughly examined;
- Manage parking demand through alternative transportation modes (eg. fly-in, drive-to, RAV, shuttles, buses).

Phasing

In their directive, members of Council also asked that staff work with Tourism Richmond to examine opportunities for phasing the project.

According to Tourism Richmond and the independent analyses that were conducted, research has demonstrated that markets for smaller trade and exhibition facilities are too weak to support a project. The strongest market niche is for the larger trade show events that require a certain magnitude of size (approximately 400,000 square feet), and that these events will provide the greatest revenue for the project. Starting with smaller venues will not attract the larger shows and impact the financial feasibility of a centre in Richmond.

Additionally, Tourism Richmond is concerned about the rising cost of construction. They believe that any phased or delayed construction activities will add to the overall cost of the project, while ineffective scaling will undermine revenue generation by catering to weaker markets. Their intent would be to build a complete model that can move directly into the most lucrative trade and exhibition markets.

Financial Impact

At this time, the financial impact to the City is limited to the staff time needed to liaise with Tourism Richmond as they develop their detailed financial and construction plan. However, there is risk associated with failing to establish a Trade and Exhibition facility on the DFO/Garden City Lands. The MOE and the PSA dictate clearly that should the 15 per cent of the land designated for Trade and Exhibition not be developed for that specific use, half of it will revert to the CL/MIB joint venture partnership, meaning a loss to the City of 10 acres of land for public use.

There will be no financial impact to the identification of public amenities and public spaces until the Master Planning and Development Phases, at which time Council will be fully informed of the impacts.

Conclusion

The DFO/Garden City lands are a pivotal component of the City's plan to ensure there is balanced integration of parks, public amenities and open space as the community grows. The strategic location of the Garden City Lands and how they are developed with these public amenities will be the key to the community's future liveability and quality of life factors.

The construction of a Trade and Exhibition Centre in Richmond will also have very tangible economic benefit to the community. In its development, there is real opportunity to examine options for shared, paid parking that will not lead to the construction of excessive surface parking on the land, and which could even be a source of revenue to the project.

In consideration of the circumstances, and the especially limited timeframe within which the City must make a commitment to its Garden City Site partners regarding the construction of a Trade and Exhibition Centre, it is critical that the necessary planning begin immediately.

Lee A. Malleau, EcD.
Manager, Economic Development
(4216)

LAM:lam



November 18, 2005

Mayor Malcolm Brodie
City of Richmond
6911 No. 3 Road
Richmond, B.C.
V6V 2C1

Dear Mayor and Council,

On behalf of the Board of Directors and the members of Tourism Richmond, I would like to thank you and Council for the opportunity to explain our position on the location of the Asia Pacific Trade and Showcase Centre (APTSC). We have no intent to locate the APTSC in the Richmond Olympic Oval. As you are aware, we did research the viability of this location for such a facility, but found it was not suitable for the following reasons:

- For the APTSC to be successful and competitive in the international market place, a total size of 400,000 square feet has been identified to host medium to large scale tradeshow and activities. Within the 400,000 square feet, it is necessary to have no less than 200,000 square feet of contiguous space, as well as meeting rooms, auxiliary space and a large plenary space to support the trade and exhibition activities. The Oval does not meet this size requirement.
- The Oval is committed to high performance sport and wellness activities both in its programming and design. To successfully compete within the international sport community for training and competition opportunities, the facility must be available to schedule these events in the spring, fall and winter months when those activities are generally held. This is also when trade and consumer shows take place and therefore conflicts with the sporting programs. It is imperative that these sporting events take place to qualify for Legacy funding. We would not want to jeopardize that funding opportunity for the City of Richmond, nor would we want to jeopardize the opportunity to further grow our community's sport tourism industry which our organization already markets quite aggressively.

Tourism Richmond is in the process of developing a comprehensive business plan that will outline a complete financial, funding and governance analysis. Within this plan funding opportunities will be identified from a variety of sources. It will not include financial funding opportunities from the City of Richmond because we recognize that the City is participating and supporting this project by entering into an agreement with Tourism Richmond to lease the required amount of land necessary to build the APTSC on the Garden City Lands.

I trust that this will assist Council and staff in understanding our plans and commitment to see that Richmond has a competitive and profitable facility for international trade and exhibition activities and also our commitment to support the future success of the Olympic Oval as an international sporting facility through our tourism marketing initiatives.

Sincerely,



Lorenzo Lepore
President

cc.

✓ George Duncan
Lee Malleau
Tracy Lakeman

City of Richmond
City of Richmond
Tourism Richmond

	Option 1- Sport Wellness (Long track capability)	Option 2- Sport Wellness +T&E (Long track capability)	Option 3 - T&E (No Long track capability)
REVENUES			
Facility rentals			
Area A - Ice Rinks	\$ 325,000	\$ 325,000	\$ 54,167
Area B - wood floor	175,000	175,000	29,167
Area C - multi purpose floor	130,000	65,000	21,667
Meeting rooms	25,000	25,000	31,250
Food Service revenue sharing	210,000	252,000	105,000
Retail revenue sharing	280,000	336,000	140,000
	1,145,000	1,178,000	381,250
Fitness & Wellness Ctr. net income	796,264	796,264	-
Corporate events	60,000	60,000	-
Long track events	-	-	-
Conference Center lease revenue	-	-	156,545
Trade & Convention-Oval	-	630,699	3,614,000
Hotel Tax	-	-	600,000
Total Revenues	\$ 2,001,264	\$ 2,664,963	\$ 4,751,795
EXPENDITURES			
Base operating expenditures			
Administration	\$ 688,200	\$ 688,200	\$ 688,200
Operations & Program	1,103,014	1,077,014	680,260
Other operating	761,604	761,604	761,604
Maintenance and supplies	1,755,100	1,755,100	2,369,385
Utilities	1,387,460	1,387,460	1,040,595
Total Base Operating Expenditures	\$ 5,695,378	\$ 5,669,378	\$ 5,540,044
Long track expenditures			
Maintenance of track	376,530	376,530	-
Maintenance of special flooring	-	-	-
Utilities	-	-	-
Loss of rental & fitness revenues	-	-	-
Operations set up and removal	-	-	-
Total Long Track Expenditures	\$ 376,530	\$ 376,530	\$ -
Net Income/(Loss)	\$ (4,070,644)	\$ (3,380,945)	\$ (788,249)
INCREMENTAL CAPITAL COSTS			
Special flooring	\$ 2,216,667	\$ 2,216,667	\$ -
Conference center	-	-	19,497,000
Additional design/construction costs-Oval	-	2,133,333	6,400,000
Additional Parking	-	1,000,000	3,000,000
Opportunity costs-Conference Center, Hotel, Parking	-	-	8,935,862
Fitness equipment	2,900,000	2,900,000	-
Hotel Tax funding	-	-	(2,400,000)
Total Capital Costs	\$ 5,116,667	\$ 8,250,000	\$ 35,432,862
NET PRESENT VALUE, 40 years @6%			
A- NPV (before additional funding)	\$ (66,364,781)	\$ (59,120,696)	\$ (47,293,098)
B- NPV (after additional funding)	\$ (7,684,223)	\$ (440,138)	\$ (28,485,227)